

A STUDY OF THE OPERATIONAL PROBLEMS WITHIN THE TRAINING
AND DEVELOPMENT DIVISION OF THE CITY OF ATLANTA

A DEGREE PAPER
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

BY
MIKE OSEI AGYARE

DEPARTMENT OF PUBLIC ADMINISTRATION

ATLANTA, GEORGIA

JULY, 1987

12. T. 34

TABLE OF CONTENTS

	Page
LIST OF FIGURES	iii
I. INTRODUCTION	1
II. THE PROBLEM AND ITS SETTING	3
The Internship Experience	5
The Statement of the Problem	6
III. REVIEW OF THE LITERATURE	7
Definition and Theories of Training and Development	7
Purpose and Objective of Training and Development	9
Implementation of Training and Development Programs	12
Assessment of Training and Development Needs	14
Evaluation of Training and Development Programs	16
Training and Development and Job Performance	17
Use of Computers in Human Resource Information Systems	19
IV. METHODOLOGY	21
V. DISCUSSION AND ANALYSIS OF OPERATIONAL PROBLEMS	22
VI. CONCLUSION AND RECOMMENDATIONS	30
BIBLIOGRAPHY	33

LIST OF FIGURE

	Page
1. City of Atlanta Organizational Chart	4

I. INTRODUCTION

Society today is faced with demands on an unprecedented scale for changes in values, institutions, and practices. Public service, as one of the larger and more significant of these institutions deeply involved in and affected by these values and practices, is one logical focal point of the push for change.¹

In recent years, there has been a growing awareness in the public service arena that organization and employee development are interwoven with the successful achievement of organizational purpose, goals and maintenance of the organization as a viable entity. The ability of the personnel staffs to respond to challenges depends to a larger extent on the people who comprise that service from the top elected or appointed official to the worker engaged in the most routine task.

Training and development programs are based on the idea that by developing its human resources, an organization can improve employee job satisfaction, morale and performance. This, in turn, can have a positive effect on productivity, labor, public relations and general organizational health. The City of Atlanta Employee Training and Development Division is far from accomplishing the above responsibilities through effective and comprehensive training programs. This is due to the fact that the Division's efforts are hampered by a host of problems.

¹Kenneth T. Byers, Employee Training and Development in the Public Sector (Chicago: International Personnel Management Association, 1974), pp. 1-2.

Through this study, the writer identifies and analyzes operational problems facing the Training and Development Division of the City of Atlanta. This study is divided into five parts. Part One deals with an overview of the organizational context and structure of the Bureau of Personnel Services. Attention is given to the internship experience and the statement of the problem. Part Two deals with a review of relevant literature, including a discussion of the definitions, major theories, and relationship between training and development. Part Three provides the methods employed in analyzing the problem. This includes the use of data collection techniques such as personal interviews. Finally, Part Four deals with analysis of the problem. The conclusion and recommendations are provided in Part Five.

II. THE PROBLEM AND ITS SETTING

The writer served as an intern in the Training and Development Division within the Department of Administrative Services for the City of Atlanta, Georgia, from September, 1985 to May, 1987. The city government of Atlanta is organized into ten departments, each headed by a commissioner and an office headed by a chief economic development officer. The ten departments are the Department of the Mayor, Administrative Services, Community Development, Parks, Recreation and Cultural Affairs, Water and Pollution Control, Public Works, Public Safety, Law, Aviation, and Finance. These ten departments, in turn, comprise 38 subordinate bureaus and offices as indicated in Figure 1 on page 4.

As of March 1986, there were 8,330 city employees.² According to the 1980 figures of the United States Census Bureau, the City of Atlanta served a residential population of 425,002.³

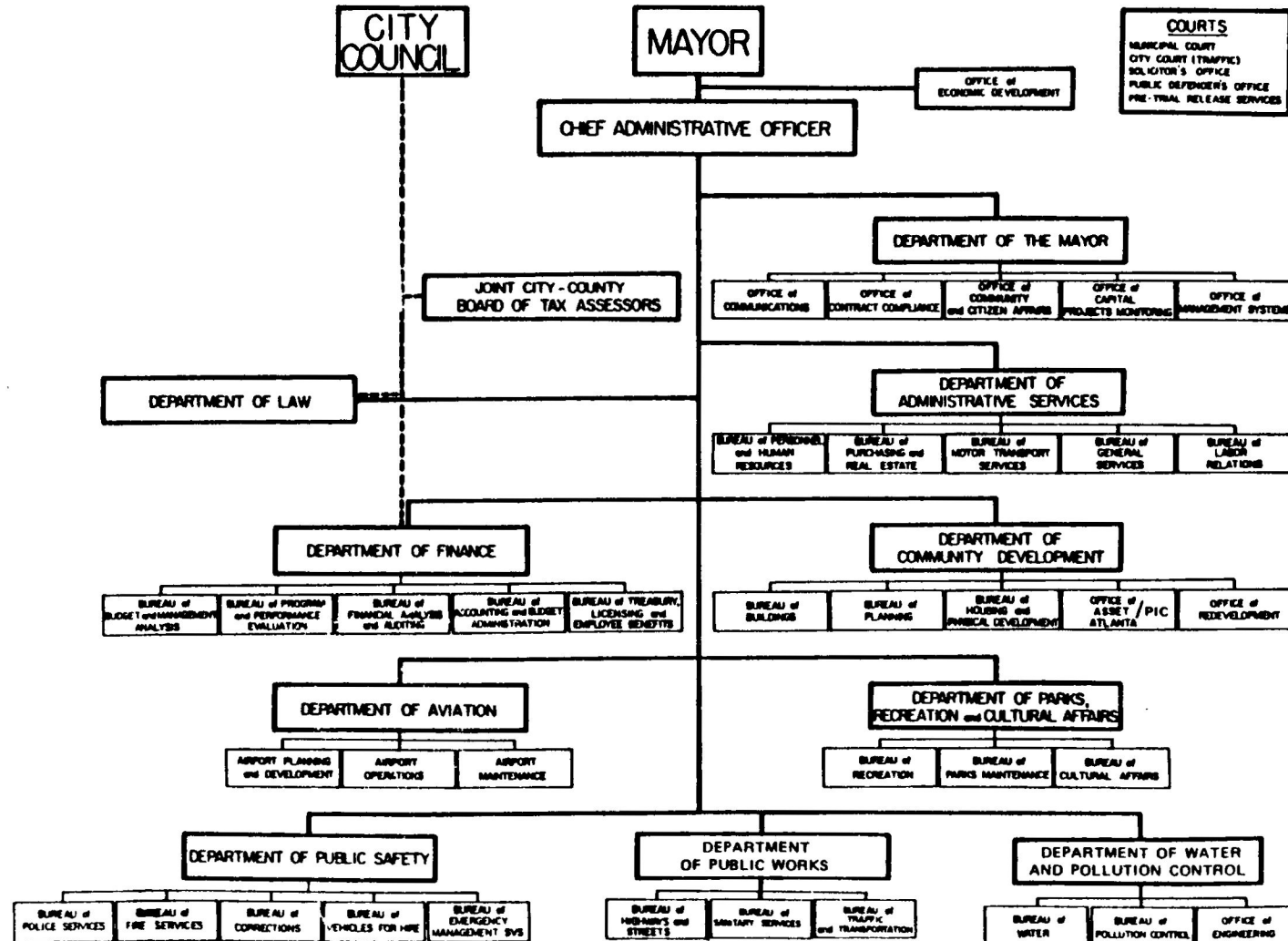
The Training and Development Division of the City of Atlanta has one distinct purpose which is to develop a city-wide training system which is responsible for upgrading the quality of Atlanta's workforce through training and development programs. Its policy is to provide equal opportunity to any city employee who desires to improve upon his/her skills

²This figure includes part-time, seasonal workers, and elected officials.

³U.S., Department of Commerce, Bureau of the Census, County Patterns: Atlanta City (Washington, D.C.: Government Printing Press, 1980), p. 8.

FIGURE 1

CITY OF ATLANTA DEPARTMENTAL ORGANIZATION



Source: Classification Department, City of Atlanta, Bureau of Personnel.

and abilities.⁴ The training division has three broad responsibilities:

1. To ensure that the City's new workforce is more prepared, qualified and productive to assume its job responsibilities by providing orientation;
2. To measure the level of productivity by conducting a periodic two-part pilot evaluation on a total of 10 percent of the employees completing personnel sponsored training and development programs; and
3. To prepare needs assessments, curriculum designs and development, and evaluations with the help of training coordinators.

Internship Experience

The writer was assigned as an intern to the Bureau of Personnel and Human Resources, Division of Training and Development. In this capacity, the writer assisted the division staff with a number of assignments. Chief among these assignments was coordinating and finalizing the results of every program evaluation. Other duties included preparing demographic reports on program participants, attending Civil Service board meetings on behalf of the Training Division, conducting impact studies on workshops and programs, preparing logistics for upcoming new programs, and assisting in the design of the Bureau's needs assessment and development studies.

⁴City of Atlanta, Department of Administrative Services, Bureau of Personnel and Human Resources, End of Year Report (Atlanta, Georgia: City Printing Office, 1980), p. 10.

It was through the course of these assignments that the writer became familiar with the Division's problems.

Statement of the Problem

The problem articulated in this study is that there exist some serious operational problems impeding the smooth operation of the Training and Development Division. An attempt is made to discuss and analyze some of these problems and offer some solutions for them. The four major problems that the writer identified in the Division were:

1. The overburdened training coordinators;
2. The absence of Human Resources Information Systems;
3. Inadequate financial resources to administer training programs for the 8,330 City employees; and
4. Inadequate personnel to administer training programs and workshops.

III. REVIEW OF THE LITERATURE

Definition and Theories of Training and Development

In their book, Effective Personnel Management, Randall Schuler and Stuart Youngblood define employee training and development as:

Any attempt to improve current or future employee performance by increasing an employee's ability to perform through learning, usually changing the employee's attitudes or increasing his other skills and knowledge.⁵

William Tracey, in his book, Designing Training and Development Systems, views training and development as including all enterprise conducted, sponsored, and supported activities and programs designed to:

1. Develop the group and team skills needed to achieve organization goals and objectives;
2. Develop an individual employee's knowledge and skills needed to perform the jobs, duties and tasks found in the organization;
3. Develop new skills in current employees to enable them to remain productive despite changes in technology, equipment, procedures, techniques, products, and markets;
4. Prepare selected employees to supervisory, managerial, and executive positions in the organization;
5. Improve the productivity of both individuals and work-teams; and

⁵Randall Schuler and Stuart Youngblood, Effective Personnel Management (St. Paul, MN: West Publishing Company, 1986), p. 389.

6. Encourage employee self-development and involvement in a program of life-long learning.⁶

Training and developing new employees is crucial to the effective use of human resources and are, therefore, integral parts of human resources planning. Both training and development involves teaching employees the skills and behavior they need to perform their jobs well.

The main difference between training and development is in their time frames. Training focuses on immediate needs, while development achieves long-term objectives.⁷

It is appropriate to caution that some theorists in human resources define the terms "training and development" separately, while others define the two terms together.

Judith Gordon, for instance, defines "training" as, " A set of activities designed to increase an individual's skills, knowledge or experience, or change an individual's attitudes."⁸ She goes on to explain "development" as:

Both training and development can occur in two situations: (a) when a job requires an individual to have skills and knowledge or attitudes different from, or in addition to, those he/she currently has; and (b) when advancement in the organization requires an individual to have different or new skills, knowledge or attitudes. Performance appraisals frequently identify whether either situation exists.⁹

⁶William Tracey, Designing Training and Development Systems (New York: American Management Association, 1984), p. 1.

⁷Guvenc G. Alpander, Human Resource Management Planning (New York: American Management Association, 1982), p. 196.

⁸Judith Gordon, Human Resources Management (Boston: Allyn and Bacon, Inc., 1986), p. 264.

⁹Ibid.

Steven Hays and Zane Reeves define training as a systematic process which includes three steps: (a) determining training needs and objectives; (b) selection of training techniques; and (c) evaluation of training programs.¹⁰

John Campbell and Martin Dunnette provide four major general characteristics of training and development. These are:

1. Management training and development is a learning experience;
2. It is planned by the organization;
3. It occurs after the individual has joined the organization; and
4. It is intended to further the organizational goals.¹¹

There seems to be a consensus among the various theorists that training is an instruction in a myraid of forms and settings, where both technical and conceptual knowledge and skills are impacted on employees, both non-managers and managers.

Development is a process of advancing within an organization while acquiring skills and experiences of incorporating formal training, previous job assignments, and organizational experience.

Purpose and Objectives of Training and Development

Guvenc Alpander explains that training is generally directed toward organizational goals, environmental changes, and specific problems created

¹⁰Steven Hays and Zane Reeves, Personnel Management in the Public Sector (New York: Allyn and Bacon, Inc., 1984), pp. 228-234.

¹¹John Campbell et al., Performance and Effectiveness (New York: McGraw-Hill Book Co., 1970), p. 176.

by the changing goals and environmental demands. In practice, organizations define their training objectives more specifically than this suggests. The specific objectives include orientation training, training for advancement, training to aid displaced workers, and apprenticeships.¹²

Judith Gordon explains that the objective of training and development is to increase employee effectiveness, increase employee satisfaction, satisfy equal employment opportunity and human rights programs, and prevent worker obsolescence.¹³

William Tracey defines the purpose of training and development as a process to bring about changes in behavior that promote the attainment of the goals and objectives of the organization.¹⁴

Each type of training and development program is guided by a variety of policies defining the boundaries within which the activities may take place. Though students of human resources are likely to come across a proliferation of literature dealing with various importance, objectives, and purposes of training and development, there seems to be a consensus among authorities in the field such as Stuart Youngblood and Randall Schuler that the following constitute the major purposes, importance, and objectives of training and development within public and private organizations:

First, a major purpose of training and development is to remove performance deficiency, whether current or anticipated, that are the result of the employee's inability to perform at the desired level.

¹²Alpander, Human Resources Planning, p. 198.

¹³Gordon, Human Resources Management, p. 264.

¹⁴Tracey, Designing Training and Development Systems, p. 1.

Second, training and development is important to organizations that are rapidly incorporating new technologies and consequently increasing the likelihood of employee obsolescence. When an organization computerizes its order-entry procedures, employees might be required to develop the skills required to suit a computer or acquire knowledge of the new order-entry procedure.

Third, training and development is especially relevant to organizations that are rapidly incorporating new technologies, thereby, making their workforce more flexible and adaptable. If an organization can increase its own adaptability, it can enhance its chances for survival and profitability.

Fourth, training and development can also increase the level of commitment of employees to the organization and also their perceptions that the organization is a good place to work. Greater commitments can result in less turnover and absenteeism, thus, increasing an organization's productivity.

Last, training and development is important because it is generally recognized that society at large benefits when individuals are productive and contributing members of the organization.¹⁵

Besides training and development, improving an individual's skills and knowledge about the objectives of some training and development is to bring about some socialization within the organization. In other words, it can help people to learn the ropes as well as the nature of acceptable behavior and attitudes in the organization.

New employees meet other organizational members, learn about policies regarding attendance and tardiness, and hear about the organization's philosophy and goals. Socialization also occurs when an individual moves up the hierarchy or becomes more central in the organization as a result

¹⁵Schuler and Youngblood, Effective Personnel Management, p. 389.

of increased seniority or experience. While formal training and development activities may accompany each movement and have socialization consequences, informal daily interactions between managers and subordinates often socialize employees to behave in certain ways as well.¹⁶

Implementation of Training and Development Programs

Successful implementation of training and development programs depends on selecting the right person under the right conditions. Human resources professionals should oversee or perform the design and implementation of training and development programs in the following ways:

1. They must perform or supervise the performance of regular environmental organization and job analysis.
2. They must review various orientation, training and development activities and consider the socialization strategies they use. They should inform managers or other trainers about the likely consequences of the activities for conforming and innovative behavior.
3. Human resources professionals must assist managers in analyzing the needs of their employees. They can then summarize the needs of the organization in preparation for the types of training they should offer organization-wide.
4. They can organize or conduct off-the-job training. They should encourage the use of a diversity of training options, selecting those that best meet identified needs and ensure learning. Human resources professionals should keep themselves informed about new training techniques, such as the use of audio-visual equipment and computers. They should maintain a data bank of the training programs available, as well as the use and effectiveness of each of the various organizational settings.

¹⁶Gordon, Human Resources Management, p. 282.

5. Human resources professionals must check the fit between available training options and the employee needs identified by managers.
6. They must make sure that all training activities are evaluated, where possible, evaluation should focus on reactions, learning, behavior, and results.¹⁷

Stuart Youngblood and Randall Schuler listed some factors that must be considered when implementing training and development programs. These include participants, teachers, media, level of learning, learning principles, and location.

Participants: Generally, training and development programs are designed to teach particular skills because in most instances only one target audience is in attendance. Bringing several target audiences together can also facilitate group processes such as problem-solving and decision-making, and elements useful in quality circle projects.

Teachers: Training and development programs may be taught by one of several people, including the immediate supervisors; members of the personnel staff; outside consultants; industrial associations; and faculty members at universities. Which of these people is selected depends on where the program is held and the skills that are being taught.

Media: Instructions occur by means of lecture, lecture discussion, case discussions, and self-programmed materials. These methods are used in many training and development programs.

Level of Learning: The major categories of skills that can be taught are: Basic skills, Basic Job Skills, Interpersonal Skills and Broader-based Conceptual Skills. In addition, there are three basic levels at which these skills can be learned. At the lowest level, the employee or potential employee must develop fundamental knowledge. The goal of the next level is skill development, or acquiring the ability to perform in a particular skill area. The highest level aims for increased operational proficiency. This involves obtaining additional experience and improving skills that have already been developed.

¹⁷Ibid., p. 288.

Learning Principles: Training and development programs are much more likely to be effective when they incorporate the following critical learning principles:

1. Employee motivation;
2. Recognition of individual differences;
3. Practice opportunities;
4. Reinforcement;
5. Knowledge of results (feedback);
6. Goals; and
7. Transfer of learning.

Although it is desirable to incorporate these principles of learning, many training and development programs do not have them. Nevertheless, application of these principles can increase the chances of successfully implementing a training and development program.

Location: The location where training and development programs are to be conducted should be the last consideration. The decision normally comes down to the following choices: at the job; on site, but not on the job, for example in a training room in the organization; and off the site, such as in a university or college classroom, or conference center.¹⁸

Assessment of Training and Development Needs

According to Donald Klingner and John Nalbandian, there are three methods for assessing training needs. The first method suggests that all newly appointed supervisors in an organization may be required to take training in supervisory methods and delegation; or employees whose jobs require extensive public contact may be required to take communications training. This first type of training needs assessment may be termed as general treatment need.

The second type of training needs assessment is based on observable performance discrepancies. These are indicated by problems such as standards of work performance not being met, accidents, frequent need for

¹⁸Schuler and Youngblood, Effective Personnel Management, pp. 389-401.

equipment repairs, several low ratings on the employee's evaluation reports, high rate of turnover, the use of many methods to do the same jobs, and deadlines not being met. In this case, management's job is to observe the jobs and workers in question and uncover the difficulties. This may be done through observing problems, interviewing, questionnaires, performance appraisal, and by requiring employees to keep track of their own work output.

The third, and final type of training needs assessment is related not to present performance discrepancies, but to future human resources needs. For example, an organization contemplating the purchase of micro-computers will need to either hire people skilled in their use, or train existing employees to use them. This type of training needs assessment is based on the anticipation of a future discrepancy caused by technological advances or changes in mission, which must be anticipated by training.

Of the three major methods for assessing training needs, the most commonly used by organizations is observable performance discrepancies.¹⁹ This method is used by the City of Atlanta Training and Development Division. Training objectives based on assessing needs afford an opportunity for employee participation. It also assumes a linkage between organizational objectives, task structures, supervisory perceptions, and employee desires.

Regardless of the type of assessment approach adopted, the general objective is to determine needs specifically and concretely to translate needs into learning tasks, to involve potential trainees and their

¹⁹Donald Klingner and John Nalbandian, Public Personnel Management: Content and Strategy (Englewood Cliffs, NJ: Prentice Hall, Inc., 1985), pp. 238-239.

superiors in all phases of the needs assessment process. The issue of relating training to performance and to reward immediately plunges human resources management into the question of training program evaluation.²⁰

Evaluation of Training and Development Programs

The primary and overriding objective of a program of internal evaluation is to collect data that will serve as a valid basis for improving the training and development system and maintaining quality control over its components.

In its ideal form, training evaluation will provide:

1. Information about the impact of the training on the organization;
2. The trainees' reaction to the training; and
3. The amount of learning that had occurred.²¹

From this information, the training department can determine the return on the training investment dollar and the organization can evaluate its allocation of resources to the training department more intelligently. The training department can utilize the information to evaluate existing programs both in terms of outcome processes.

Steven Hays and Zane Reeves divide training evaluation into four categories or activities. The first category is the reaction of the participants to the training program. This information is usually collected at the conclusion of most training programs. A second stage of evaluation

²⁰Jack Rabin et al., Handbook on Public Personnel Administration and Labor Relations (New York: Marcel Dekker, Inc., 1983), pp. 195-204.

²¹Richard Camp, Nick Blanchard, and Gregory Huszczo, Towards A More Organizationally Effective Training Strategy and Practice (Englewood Cliffs, NJ: A. Reston Book Publishers, 1986), p. 131.

takes place when the amount of material learned in a training course is measured (i.e., facts, skills, and attitudes of the participants involved are measured). A third level of evaluation is possible if the change in participant behavior on the job is assessed. Finally, a fourth level of evaluation develops if training focuses on achieving results in the organization.²²

The City of Atlanta Training and Development Division uses the reaction and learning evaluation method in administering most of its programs and workshops. This approach to evaluation is methodologically easier and seems less threatening to trainers. It also affords participants the opportunity to express their thoughts about a particular program without fear of victimization.

Training and Development and Job Performance

Training is a developmental personnel activity. That is, it is most closely related to increasing or maintaining the productivity of employees. The opportunity for training and development is one inducement for applicants to work for an employer. The skills provided and sequencing of career opportunities so as to provide for development, do much to assist an employee in the recruitment process. Training also affects reward allocation, particularly if it is provided to employees whose performance is substandard. Prior to disciplinary action, employees should be given the opportunity to undergo training, lest, the problem be traced to a deficiency of skill, rather than inadequate reward. It is always important to tie training to rewards. If this is not done, the organization is

²²Hays and Reeves, Management in the Public Sector, p. 234.

likely to find that increased skills will not increase the probability of desired performance.²³

Job analysis and performance appraisal help identify specific training and development needs. Performance appraisal results may reveal a performance deficiency and further analysis can then determine the specific training needs required to remove the deficiency.²⁴

In reviewing the importance of training and development within human resources development, there is always a problem inherent in training and development as a concept. Just as employees as individuals differ, they naturally have different training needs. Should training and development programs be shaped to fit the individual needs of the employee or the overall needs of the organization? An agency may develop one set of training and development assumptions tailored to meet what it considers to be its short-range and long-range needs in that order.

At the same time, an employee will have, depending upon his/her previous background and aptitudes, an independent set of training assumptions oriented toward his/her long-range and short-range needs in that order. There is a continuous degree of conflict between the assumed training needs of the organization, and the assumed training needs of the individual.²⁵

The City of Atlanta Training and Development Division attempts to resolve this problem by incorporating the needs of the individual into

²³Klingner and Nalbandian, Public Personnel Management: Content and Strategy, p. 247.

²⁴Ibid., p. 248.

²⁵Jay Shafritz et al., Personnel Management in Government (New York: Marcel Dekker, 1978), p. 259.

the overall needs to the ten different departments within the city government structure. This centralization enables the division to structure programs and workshops to suit the general needs of the departments.

The Use of Computers in Human Resources Information Systems

The key to making the right decisions is having the facts or data on which they are based. If facts are inaccurate, obsolete, inadequate or distorted, they result in bad decisions. Accurate decision-making depends on the opposite set of circumstances such as accuracy, adequacy, and current information.

It has been the necessity of finding ways to meet needs and reduce costs that have fostered the growth of electronic data systems for processing personnel information. Companies have explored and experimented with various procedures for making available the types of data needed for decision-making. These systems range from simple ones to the most elaborate equipment. The size or type of system is important only as it relates to system costs and its effectiveness in achieving data goals.²⁶ It is an established fact that each individual possesses a unique blend of skills, knowledge, abilities, personality, interests, and preferences. It is to an organization's advantage to maximize the utilization and development of its human resources because employees are more likely to be satisfied and productive as a result. The Training and Development Division can play an active role here through the use of a human resource information system and computer technology. Establishing a directory of employee skills, knowledge, abilities, personality, interests, and

²⁶Ray Killian, Managing Human Resources (New York: American Management Association, 1981), p. 176.

preferences, as an integral part of a human resource information system data base aids personnel in identifying individuals for training and development activities. Not only does maintaining such information heighten personnel's awareness of internal candidates for promotion, but also, it contributes to organizational efficiency, getting the most from its human resources.

The use of a human resource information system and computer technology is also helpful to an organization when it wants to spot training and development needs. A human resource information system with performance data can help identify performance deficiencies. Once training and development programs have been run in order to remove these deficiencies, a human resource information system and computer technology make it easy to measure the effectiveness of the programs. A human resource information system is a highly efficient management tool for collecting, systematizing, storing, maintaining and retrieving information about an organization's human resources.²⁷

²⁷Schuler and Youngblood, Effective Personnel Management, pp. 412-413.

IV. METHODOLOGY

The analytical approach utilized in this paper is the descriptive analysis approach, using primary and secondary sources of data.

The primary sources of data used included interviews conducted with the head of the division and the two personnel analysts in the department. They were the only people who had much inside knowledge about the Training and Development Division. The interview method was used because of easy access to the interviewees.

The secondary data for the study were obtained from the City of Atlanta Bureau of Personnel and Human Resources publications and documents as well as journals, mimeographed discussion papers and books on the subject.

V. DISCUSSION AND ANALYSIS OF OPERATIONAL PROBLEMS

Departmental Training Coordinators are Overburdened

The various departments and bureaus of the City have 50 training coordinators who have been overburdened with duties and responsibilities. These training coordinators are professionals within their respective departments and bureaus and the training coordinating function is an additional responsibility bestowed on them by their department heads.

According to a Bureau of Personnel Memorandum prepared by training coordinators in consultation with the Commissioner of the Bureau, the following constitute the duties and responsibilities of a City training coordinator:

- Conducts needs assessment and analyzes the same;
- Assigns instructors and consultants;
- Recruits students;
- Coordinates logistics;
- Develops learning objectives, lesson plans, curricula, manuals, training aids and materials;
- Instructs various courses and programs;
- Operates a variety of audio-visual equipment;
- Prepares budget recommendations;
- Monitors and evaluates trainers, consultants, students, courses, and programs;
- Sets up and maintains a record system;

- Produces statistical and analytical reports;
- Coordinates training and development activities with the Bureau of Personnel and Human Resources; and
- Confers with commissioners, directors, agency heads and supervisors about training and development problem areas.

Given the above duties and responsibilities, it is fair to point out that their primary duties and responsibilities have made them ineffective and inefficient in terms of their linkage role with the employee training and development division. According to Frank Marmo, Head of the Training Division, original duties and responsibilities of training coordinators are enormous and complex, and therefore, require individuals to concentrate on them alone.²⁸ Since they serve as a link between the various departments and the Employee Development Training Division, their effectiveness impacts the overall performance of the training division. For example, a typical coordinator for the Department of Public Safety is also the Deputy Chief of Criminal Investigations. Her primary duties and responsibilities are to supervise and manage the homicide and theft investigations in the metro Atlanta area. During an interview with the training personnel analyst, she revealed that according to present Bureau of Police Statistics, there has been, on the average, one death per day since January 1, 1987, and all these homicide cases are under her jurisdiction. She does not have the time to devote to an extraneous function of coordinating training and development within her bureau.²⁹

²⁸Interview with Frank Marmo, Personnel Analyst IV, City of Atlanta, Atlanta, Georgia, 19 March 1987.

²⁹Interview with Claudette Obianyor, Personnel Analyst III, City of Atlanta, Atlanta, Georgia, March 1987.

The Absence of Human Resource Information Systems

The second operational problem facing the division is the absence of Human Resource Information Systems.

According to the Employee Training and Development Statistics Report, 4,705 city employees participated in various training and development programs in 1986. For each participant, the Division prepares demographic information about that particular employee. Because these pieces of information are obtained from different forms filled out by these employees, retrieving them becomes a difficult process. Also, it is very difficult for someone to get an accurate number of people who participated in any particular program.

As Ray Killian indicated, the use of an electronic system such as computer software should always be viewed as highly efficient management tools for collecting, systematizing, storing, maintaining and retrieving information about an organization's human resources.³⁰ It is fair to note that the problem has created inefficiency in the maintenance of information.

Inadquate Financial Resources to Administer Training and Development Programs for the 8,330 City Employees

The third operational problem is inadequate financial resources to administer programs for 8,330 City employees. In 1986, an amount of \$47,250 was allocated for city-wide training for the fiscal year, which averaged \$10.04 per person for training. Out of the 8,330 City employees, 4,705 participated in training and development programs.

³⁰Killian, Managing Human Resources, p. 176.

The Employee Training and Development Division spends a substantial part of its allocation on consultant services. The city hires consultants to conduct training and development programs because of inadequate in-house expertise and the technical nature of the programs. The Division administered 83 programs and workshops in 1986. Out of those 83 programs, 50 were conducted by consultants outside the City establishment. According to the Training and Development Division's records, the Division is expected to administer more than 83 programs and workshops in Fiscal Year 1987. The Division has been allocated \$60,000 for city-wide training and development programs. From this amount, the Division is expected to spend \$47,250 on consultant services. The remaining amount is what is used for training and development related expenses and programs such as seminars in government administration, public employment law, and modern safety management. Stuart Youngblood and Randall Schuler have explained that, for any training and development program to be effective, it should incorporate factors such as participants, teachers, media, level of learning, learning principles, and location.³¹ Application of these factors will require substantial funds to bring about an effective program. It can, therefore, be argued that funds appropriated for the Training and Development Division are not sufficient considering the number of employees who participate in programs and the amount of money spent on consultant services.

³¹Schuler and Youngblood, Effective Personnel Management, pp. 399-401.

Inadequate Personnel to Administer
Training Programs and Workshops

The final operational problem is inadequate personnel to administer programs and other related activities. The training and development personnel structure is composed of one (1) Personnel Analyst IV, two (2) Personnel Analyst III, and one (1) Personnel Assistant II.

The Personnel Analyst IV is the head of the division. The duties and responsibilities of this position are:

- Administers and manages city-wide training and development programs; plans, coordinates, implements and evaluates training and development activities;
- Attends management meetings;
- Determines training needs, establishes training priorities, integrates city-wide training programs and workshops;
- Recruits and selects consultants;
- Conducts training/development programs, training meetings, division meetings;
- Manages division budget, orders equipment supplies, materials;
- Prepares reports, etc.;
- Supervises two Personnel Analyst IIIs and one Personnel Assistant II;
- Provides technical assistance to commissioners, directors, agency heads, and training coordinators; and
- Responds to emergencies/crisis.³²

³²City of Atlanta, Bureau of Personnel and Human Resources, Training and Development Records (Atlanta, GA: City Printing Office, 1985), pp. 1-4.

The duties and responsibilities of the first Personnel Analyst III

are:

- Participates in the development and conducts city-wide training needs assessment;
- Researches and reviews training periodicals, journals, manuals, and films;
- Maintains statistical data/trends for program design and implementation;
- Implements, coordinates training sessions and workshops, i.e., securing facilities, recruitment, advertisement, follow-up calls, and monitoring evaluation and analysis;
- Conducts training workshops for City employees, including program design, follow-up and evaluation;
- Writes reports, proposals, goals/objectives for training and development purposes;
- Identifies and secures training resources, contacts colleges and universities, consultants, and other governmental agencies outside the City;
- Develops special projects for employee development (employee safety week, employee orientation, secretarial week, staff retreats, etc.) including securing resources and outlining activities; and
- Attends staff/bureau meetings, briefings, debriefings, staff development/professional workshops.³³

The duties and responsibilities of the second Personnel Analyst III

are:

- Reviews training periodicals, journals, manuals, and films;
- Maintains statistical data trends for review and program design;
- Implements and coordinates training sessions and workshops, including securing facilities; recruitment of participants, course workshops, workshop advertisement, evaluates and analyzes;

³³Ibid.

- Designs assessment instruments to determine city-wide and departmental specific training needs;
- Writes reports, proposals, and goals and objectives for training purposes;
- Identifies and secures within the City training services, identifies and interviews, contacts colleges/universities, consultants, and other contacts outside the City; and
- Develops special projects for employee development, including securing resources, outlining activities, such as employee handbook, and orientation of federal personnel policies standards.³⁴

Finally, the Personnel Assistant II is responsible for the day to day secretarial functions and office management of the Division.³⁵

As previously stated, 4,705 employees participated in training and development programs in 1986. The Division administrated 83 programs in 1986. According to the Training and Development Division records, the division is expected to administer more than 83 programs, workshops, and seminars in fiscal year 1987. Also, in every summer, the Division conducts programs and workshops for 1,700 summer youth employees.

Richard Camp, Nick Blanchard, and Gregory Huszczo emphasized that internal evaluation of programs and workshops is necessary to serve as valid basis for improving the training and development system and maintaining quality control over its components.³⁶ The evaluation should provide the following:

³⁴Ibid.

³⁵Ibid.

³⁶Camp and Blanchard, Toward a More Organizationally Effective Training Strategy and Practice, p. 131.

1. Information about the impact of the training on the organization;
2. The trainee's reaction to the training; and
3. The amount of learning that has occurred.

For these related activities, the Training and Development Division cannot determine the return on invested dollars in programs and workshops without an increase in personnel. The writer agrees with the Head of the Division who observed that the Training and Development Division's current personnel strength is inadequate given other related activities such as the one stated above. This problem is further compounded by the fact that they have to work with training coordinators located in the bureaus and departments and outside consultants in preparing logistical coordination for the programs to be conducted.

Besides their stated duties and responsibilities, they conduct some programs and workshops from time to time. Also, the departure of college interns at the end of their program always increases the duties and responsibilities of the Training Division in administering training programs. The seasonal assistance provided by college interns reduces the personnel inadequacy problem, but does not resolve it.

VI. CONCLUSION AND RECOMMENDATIONS

This study underscores the fact that training and development is a central element of human resources management, and the principal vehicle for developing skills and abilities of employees other than through job assignments. It is also an important means of influencing management values, attitudes, and practices in human resource management.

The writer's findings reveal operational problems impeding the smooth operation of administering training and development programs in the division. These problems are:

- The overburdened departmental training coordinators;
- The absence of Human Resource Information System;
- Inadequate financial resources to administer training program for the 8,330 City employees; and
- Inadequate personnel to administer training programs and workshops.

In order to have an effective training and development program, there is the need to address these operational problems by reducing the duties and responsibilities of training coordinators; and increasing the number of personnel and financial resources of the division.

The City of Atlanta government lacks an effective training and development program due to these problems. As Peter Schleger explains,

dollars invested in human productivity will ultimately produce a more cost effective operation, and thereby greater security for all the human "resources" in the entire organization.³⁷

In order to address these problems, the writer offers some recommendations to resolve the operational problems. The writer makes the following recommendations for the City of Atlanta policy-makers to resolve the operational problems facing the Employee Development and Training Division.

The responsibilities of the training coordinator are to oversee the planning, development, implementation and monitoring of a comprehensive training program. In addition to the assistance he/she provides to the various bureaus and departmental heads in preparing training programs for the year, the coordinator provides resources to facilitate professional instruction via training consultants or in-house video or slide presentations.

Given the above generic importance of a training coordinator, the writer's first recommendation to policy-makers in Atlanta City Government is for them to reduce the duties and responsibilities of a training coordinator. Overburden duties and responsibilities in human resources development have made them ineffective in their linkage role with the Employee Development and Training Division. It would be much more appropriate if their duties were reduced and incorporated into the overall administrative services policy standards.

City government officials should purchase computer software systems to enable the personnel to improve their Human Resources Information

³⁷Schleger, Approaches to Training and Development, p. 239.

System. The use of computer software in contemporary business community cannot be overlooked. Given the increasing computerization of business' day to day activities, the system will make it easier to administer programs.

The third recommendation is for the City government authorities to increase the yearly total budgetary allocation for city-wide training programs. Every fiscal year, the City appropriates substantial funds to bureaus and departments for training convention expenses. The City should reduce or divert some of these funds to the Development and Training Division's fiscal appropriation.

Substantial budget appropriation will enable the Training Division to hire more services of consultants since most of their programs are technical in content. The final recommendation relates to inadequate personnel managers to administer programs. The writer agrees with the Head of the Division that the City should hire more personnel managers to resolve the problem. The increase in the number of personnel managers will reduce the already overburdened training coordinators.

Since this is an important system, the writer is recommending to the Head of the Division to make a strong request to the City Council Committee on Human Resources and the Mayor, for an increase in the Division's budgetary appropriation. At the same time, one is always sensitive to the fact that raising money in local government to finance projects will require increasing citizen's taxes. It is essential on the part of the Division staff to make a strong case, with respect to the above recommendation.

BIBLIOGRAPHY

Books

- Alpander, Guvenc. Human Resources Management Planning. New York: American Management Association, 1982.
- Byers, Kenneth T. Employee Training and Development in the Public Sector. Chicago: International Personnel Management Association, 1974.
- Camp, Richard; Blanchard, Nick; and Huszczo, Gregory. Toward a More Organizationally Effective Training Strategy and Practice. Englewood Cliffs, NJ: A. Reston Book Publishers, 1986.
- Campbell, John; Dunnette, Martin; Lawber, E. E.; and Weick, K. E. Performance and Effectiveness. New York: McGraw-Hill Book Co., 1970.
- Gordon, Judith. Human Resources Management. Boston: Allyn and Bacon, Inc., 1986.
- Hays, Steven, and Reeves, Zane. Personnel Management in the Public Sector. New York: Allyn and Bacon, Inc., 1984.
- Killian, Ray. Managing Human Resources. New York: American Management Associations, 1981.
- Klingner, Donald, and Nalbandian, John. Public Personnel Management: Content and Strategy. Englewood Cliffs, NJ: Prentice Hall, Inc., 1985.
- Marmo, Frank. Personnel Analyst IV, City of Atlanta, Atlanta, Georgia. Interview, 19 March 1987.
- Obianyor, Claudette. Personnel Analyst III, City of Atlanta, Atlanta, Georgia. Interview, March 1987.
- Rabin, Jack; Vocino, Thomas; Hildreth, Bartley; and Miller, Gerald. Handbook on Public Personnel Administration and Labor Relations. New York: Marcel Dekker, Inc., 1983.
- Schleger, Peter. Approaches to Training and Development. Reading, PA: Addison-Wesley Publishing Company, 1985.
- Schuler, Randall, and Youngblood, Stuart. Effective Personnel Management. St. Paul, MN: West Publishing Company, 1986.
- Shafritz Jay; Balk, Walter; Hyde, Albert; and Rosenbloom, David. Personnel Management in Government. New York: Marcel Dekker, 1978.

Tracey, William. Designing Training and Development Systems. New York: American Management Association, 1984.

Government Documents

City of Atlanta. Department of Administrative Services. Bureau of Personnel and Human Resources. End of Year Report (1980).

_____. Bureau of Personnel and Human Resources. Training and Development Records (1985).

City of Atlanta. Department of Finance. Fiscal Year 1986 Budget Report (1986).

Yearbooks

U.S. Department of Commerce. Bureau of the Census. County Patterns: Atlanta City. Washington, D.C.: Government Printing Office, 1980.